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deterrence of the knowing criminal who furnishes impure food and by the teaching of the ignorant, can general safety be secured" (p. 91).

The chapters on City Housing Abroad, and City Housing in America show the progress made in Europe and America in combating the evils in the home of bad air, lack of sunshine, impure water, etc. German experiments in city house building, modern city planning schemes, the housing reforms of advanced business corporations, and the coöperative efforts in housing are passed in review. The author's conclusion here is that "the housing hope of the future lies outside the city walls" (p. 301).

Other interesting chapters are devoted to the problems of city noise and city waste.

Taken in its entirety, Mr. Godfrey's study of the city health shows careful and scholarly research. He makes no pretence to an exhaustive survey of the city's health, or even an exhaustive analysis of the problems presented. The book may be heartily recommended to those who wish to understand the importance and the nature of the city health problem.

The volume contains a good select bibliography of English books relating to the topics treated in the text; it contains also a good analytical table of contents, and an index of names and subjects.

HENRY CLAYTON METCALF.

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Municipal Government. By FRANK J. GOODNOW, Professor of Administrative Law and Municipal Science in Columbia University. (New York: Century Company, 1909. Pp. 401. \$3 net.)

Professor Goodnow has met a long felt need in what, on the whole, is a satisfactory way—a very satisfactory way when the difficulty of the undertaking, the extent of the field covered, and the diversity of the functions discussed, are duly considered. He has treated the subject of the city, its history, its growth and development, and its place in the scheme of actual governments with discrimination and fairness. Although Professor Goodnow's,

conservativeness—one is almost at times justified in saying his reactionary views—is always in evidence, nevertheless he does not write as one holding a brief. To put it somewhat differently, one is always conscious of his point of view, and leaves off reading the book with an old fashioned feeling of hopelessness in the face of a problem apparently well nigh insoluble.

As a summary of the principal features of municipal government, the book is admirable. Some conception of the difficulty of the undertaking is to be gathered by observing that in seventeen chapters, occupying 393 pages, he discusses and gives in excellent perspective the main facts of the following subjects: Urban Growth, Trade and Industry, The Character of City Population, The City-State, The City as an Administrative District of a Larger State, and as an Organ for the Satisfaction of Local Needs, The Legal Position of the Modern City, State Control over Cities, The Participation of the People in City Government, The City Council, The City Executive, Police Administration, The Administration of Charities and Corrections, Educational Administration, Local Improvements, Financial Administration.

Credit for a fair perspective must be given, however, with limitations. It applies to the historical and descriptive parts, rather than to the discussion of modern problems. For instance, the chapter on Financial Administration (which occupies 16 pages) makes no reference to the growth of the municipal research idea, to the rapidly developing movement for uniform municipal accounting and reporting, and to the demand for scientific budget-making which has made such rapid headway within the past two or three years and in which New York, where Dr. Goodnow lives and teaches, has borne so important a part. He ignores the authoritative literature which has grown up around this subject. His only reference is to Clow, who was the pioneer. There is none to Dr. Cleveland's contributions, nor to the papers of LeGrand Powers and to the splendid activities in the Census Bureau under his influence, nor to the long list of papers contributed to the National Municipal League by a group of distinguished experts.

While admitting that the public demand for the municipal ownership and operation of public utilities, to quote his conservative phraseology, "is gradually extending," the discussion of the question occupies 17½ pages and appears under the misleading

chapter heading of Local Improvements along with effect of urban growth, city topography, city planning and municipal works. The social side of the problem of increasing the city's activity is but lightly touched upon, although at most times recognized, and the corrupting influence of private corporations owning and controlling public utilities is untouched. Nevertheless both of these matters are of great importance in the modern municipal problem.

The significant experiments in New York, Massachusetts and Wisconsin to solve the problem of the control of the ownership and operation of public utilities are not mentioned either under Local Improvements or State Control over Cities. None of the latest literature on the subject receives any mention. In fact Dr. Goodnow is curiously oblivious or indifferent to the latest authorities.

To the author "municipal home rule without limitations is a shibboleth of days that are past" (p. 95). Unlimited home rule was never a shibboleth in days gone by any more than at the present time, but the movement for substantial home rule as a part of the movement for real municipal democracy is stronger to-day than ever. Washington, Oregon, California give their cities practically a free hand to determine their destinies, and Colorado has adopted an amendment to its constitution known as the "Rush Amendment" which is nearly word for word the home rule constitutional amendment proposed by the National Municipal League. Under this amendment Denver, Colorado Springs, and Junction City have adopted their own charter. One cannot conceive of a larger measure of home rule than has been awarded to and exercised by these Colorado cities—but we find no reference to them in the present volume.

"City populations" our author tells us (p. 378) "if permitted to develop free of state control, evince an almost irresistible tendency to establish oligarchical or despotic government." We have never had "free cities" in America, but we have an increasing number of cities that are substantially self-governing, subject only to such general restrictions as are now universally recognized as essential to the welfare of the larger community. In these cities the tendency has certainly been toward democracy and an increasingly efficient democracy. So far as it goes, Dr. Good-

now's account of the commission form of government is fair, but it lacks in several important details—most conspicuously in failing to show that nominations to office under such a form of government are made by petitions, although that general question has a paragraph devoted to it in the interesting chapter on The Participation of the People. He does not refer to the elimination of party designations—a most interesting experiment.

Sufficient instances have been adduced to justify the conclusions that where modern phases are concerned the perspective of the book is distorted or defective, and that the author's sympathies are almost ultra conservative or reactionary. Nevertheless as shown in his concluding paragraphs he appreciates the gravity of the situation, the complexities of modern city life and the necessity for comprehensive efforts to meet the situation.

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A Modern City: Providence, Rhode Island and its Activities.

Edited by WILLIAM KIRK. (Chicago: University of Chicago Press, 1909. Pp. 363. \$2.70.)

Professor Kirk and his collaborators have tried an interesting experiment with a considerable degree of success. They have sought through a coöperative process to present the physical characteristics, the racial elements, the commercial and industrial growth, the labor conditions, the governmental, financial, educational, aesthetic, philanthropic, and religious activities, of what they call a typical American city. In passing it should be pointed out that students of modern municipal conditions will hesitate about classifying a city with the history, traditions and characteristics of Providence as typically American; but no one will deny that it has had an interesting and on the whole an instructive career. As President Faunce in his introduction says, "Providence is a city fair to the eye, goodly to dwell in, and well worth the study to which the following chapters point the way." And being fair to the eye it is somewhat surprising that so little is said (only about two pages) concerning the splendid park system the city is building up under an unusually intelligent and carefully guided plan.